

**Greensboro Urban Area
Metropolitan Planning Organization**

Review of Boundaries, Structure, and Governance

January 22, 2003

**Pursuant to:
Chapter 136, Article 16, N.C. General Statutes
23 U.S.C. Section 134**

Prepared by the:

Greensboro Metropolitan Planning Organization

In Cooperation with:

Statewide Planning Branch, North Carolina Department of Transportation
Regional Transportation Planning Partners

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EXECUTIVE SUMMARY

Following each census, and more frequently if requested, Article 16 of Chapter 136 of N.C. General Statutes (see Appendix A: otherwise referred to as HB 1288) requires that the Governor and Secretary of Transportation, in cooperation with the affected MPO to perform an evaluation of boundaries, structure and governance of each MPO in the State. This review parallels review of MPO boundaries and policy board representation called for under Federal procedures after each decennial census as well as after the designation of an MPO as a Transportation Management Area¹. There is a need for active MPO consideration of the issues raised by HB 1288, and in the reporting process because federal law establishes that MPO support and action are required before changes to MPO boundaries, structure, and governance can be made.

The MPO has prepared this report to document its federally mandated reviews, to assist the Statewide Planning Branch of NCDOT (on behalf of the Governor) in completing their reporting responsibilities under HB 1288, and to review potential adjustments to MPO boundaries, structure, and governance. Additionally, the MPO has worked closely with its regional planning partners (PART and the High Point, Burlington, and Winston-Salem/ Forsyth County MPOs) to review opportunities for improving already successful cooperative regional planning efforts.

This document is organized around the points addressed in HB 1288, including *Governance Structures* and *Optional Governance Provisions*. While these appeared to be adequate for the purposes of this review, it should be noted that the MPO may consider these or other options in future on an as needed basis.

KEY FINDINGS

1. *Adjusted Urbanized Area* – An Adjusted Urbanized Area boundary has been established for the MPO area to provide a simple and consistent delineation between urban and rural functional classifications for highways.
2. *Metropolitan Area* – The MPO's Metropolitan Area boundary, where contiguous with the Hight Point Metropolitan Area boundary, has been amended to coincide with roadways, or in some instances, with the City of Greensboro corporate limits. Expansions of the MA are not warranted at this time.
3. *Cooperative Regional Planning Structures* – Existing and emerging cooperative regional planning structures are well suited to serve present and anticipated future needs. Further steps to enhance cooperative regional planning by institutionalizing current cooperative planning arrangements are envisioned.
4. *Administrative Efficiency* – Current arrangements for the MPO's administrative functions and resource management needs have been, and will continue to be, suitable for the foreseeable future.
5. *Governance Structures* – Institutionalization of existing cooperative regional planning structures and further development of certain regional planning functions are envisioned as enhancements in this area.

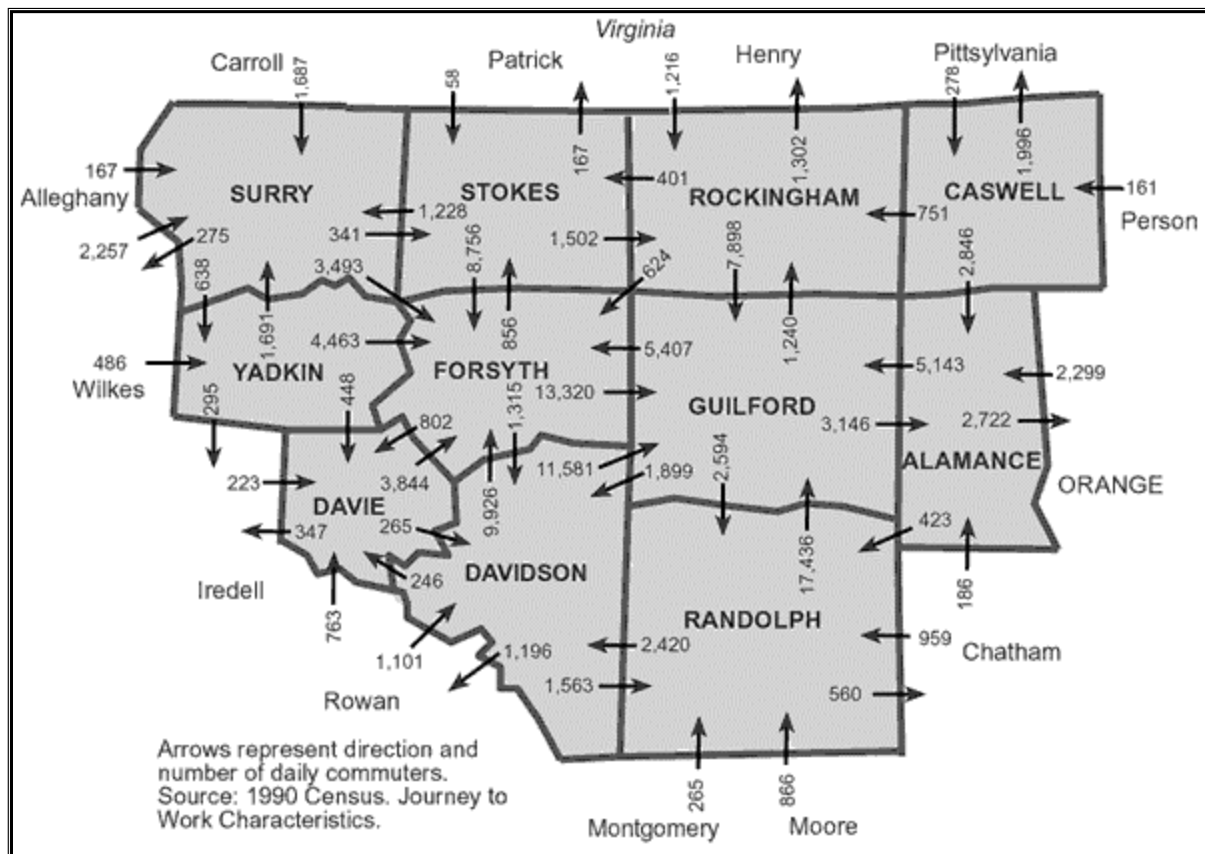
¹ After each census a review of the Metropolitan Area Boundary is required. Many MPOs and states also elect to prepare an adjusted Urbanized Area Boundary for the purposes of roadway functional classification as well. Following TMA designation, USDOT policy calls for a review of whether transit operators and airports are suitably represented on the MPO Policy Board.

6. *Optional Governance Provisions* – Adoption of the optional governance provisions noted in HB 1288 is not warranted at this time.

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| FACTORS FOR EVALUATION OF THE GREENSBORO MPO |
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1- Existing and projected future commuting and travel patterns and urban growth projections.

- **Adjusted Urbanized Area (UZA) Boundary:** The Urbanized Area is a geographical classification established by the U.S. Census Bureau, based on an automated computer algorithm. MPOs may elect to define an Adjusted Urbanized Area. The purpose of the Adjusted Urbanized Area is to improve the simplicity and consistency of the division between urban and rural highway functional classifications at the federal level. At a minimum, the Adjusted Urbanized Area must include the entire Census-defined Urbanized Area. The Greensboro MPO has worked with the NCDOT Statewide Planning Branch to develop the Adjusted Urbanized Area boundary shown on the attached map. This boundary was adopted by the MPO on January 22, 2003, as evidenced by the resolution contained in Appendix B.
- **Revised Metropolitan Area Boundary (MAB):** As mandated by federal law, the Metropolitan Area describes the extent of an MPO's planning authority. Each MPO defines its MAB to encompass the area expected to be urban in character within 20 years, making revisions as needed to accommodate new growth and changing assumptions about the future. In coordination with the High Point Urban Area MPO, GUAMPO has revised its Metropolitan Area Boundary. Previously, the shared boundary between these two MPOs coincided with the mutual annexation boundary established by a municipal agreement between the City of Greensboro and the City of High Point. Most portions of this shared boundary followed roadways, although some segments followed property lines or other features. As presented to the TAC, the revised boundary between the two MPOs was set to coincide with roadways for its full length, which reinforced the transportation planning function of the MAB. This change caused some portions of the City of Greensboro's corporate limits to be outside the Greensboro Metropolitan Area boundary. In order to maintain the integrity of the City's municipal service area, the TAC further amended the MAB to include the entirety of the City of Greensboro corporate limits, pending a complementary action by the High Point MPO. If such action is not taken, the current MAB between the MPOs (adopted in August 2000) will remain in effect until such time as mutually acceptable boundary revisions are identified. No changes were needed at the eastern and western boundaries due to the presence of contiguous MPOs. No changes were needed at the northern or southern boundaries because these areas are not expected to become urban within the 20 year timeframe. This revision was adopted by the Greensboro TAC on January 22, 2003; a copy of the resolution can be found in Appendix C.
- **Commuting Pattern Review:** A review of commuting patterns in the Piedmont Triad reveals a strong interconnection among the counties. Based on data from the 1990 Census Transportation Planning Package (CTPP), the following map presents basic information on commuting patterns in the area. Guilford and Forsyth Counties face the greatest net influx of commuting trips, at 41,092 and 12,264, respectively. By contrast, Davidson, Randolph, and Stokes Counties endure the most significant net exodus of commuting trips at 17,417, 14,833, and 10,229, respectively. These figures indicate that together, Guilford and Forsyth Counties form the economic hub of the region, and consequently have an equally significant role in the regional transportation system.

1990 Commuting Patterns in the Piedmont Triad**2- Integration of planning with existing regional transportation facilities.**

The Piedmont Triad International Airport provides both passenger and cargo service for the entire Triad region, for parts of southern Virginia, and for overflow traffic from the Triangle and Charlotte regions. The future addition of a third runway at PTIA will further enhance the regional significance of this facility. Currently, the primary facility for passenger rail service in within the Greensboro metropolitan area is the Pomona Station, on Oakland Avenue. This station has the highest level of passenger rail boardings and alightings in North Carolina. Within the next two years, this station's role will be taken on by the newly renovated Multi-Modal Transportation Center on Washington Street, in Downtown Greensboro. Municipal and regional bus service, charter bus service, and taxi service will also be available at the MMTC. Interstate 40 traverses the Greensboro metropolitan area from west to east, merging with I-85 at roughly midway through Guilford County. Interstate 85 crosses the MPO from the southwest to its merger with Interstate 40. The Greensboro Urban Loop, which will encircle the city, is expected to carry several interstate designations including I-40 Business, I-85, and future I-73 and I-785. Planning is underway for construction of future Interstate 73 and future Interstate 785. Interstate 73 will follow an as yet undetermined north-south route through the western portion Greensboro MPO, while I-785 will follow the path of U.S. 29 and the eastern portion of the Greensboro Urban Loop.

3- Conformity with and support for existing or proposed regional transit and mass transportation programs and initiatives.

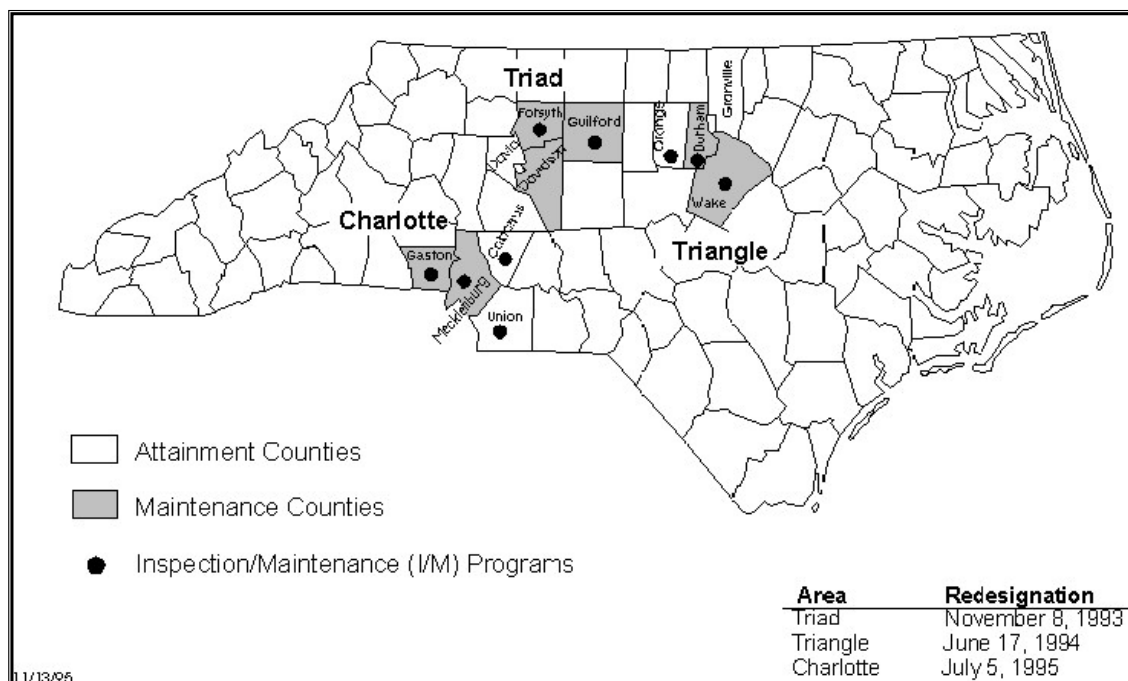
Several forms of public transportation are available within the Greensboro MPO. The Greensboro Transit Authority is the primary provider of public transportation service. GTA provides traditional fixed-route bus service as well as para-transit and other programs. The Piedmont Authority for Regional Transportation (PART) provides a regional bus service that connects the Greensboro, Winston-Salem, and High Point bus systems. PART is also in the final stages of a Major Investment Study, examining the feasibility of establishing a regional light-rail or fixed-guideway bus system. Guilford County offers demand-response transit service for elderly and disabled persons in rural and unincorporated areas of the MPO.

4- Boundaries of existing or proposed federally designated air quality non-attainment areas or air-quality maintenance regions.

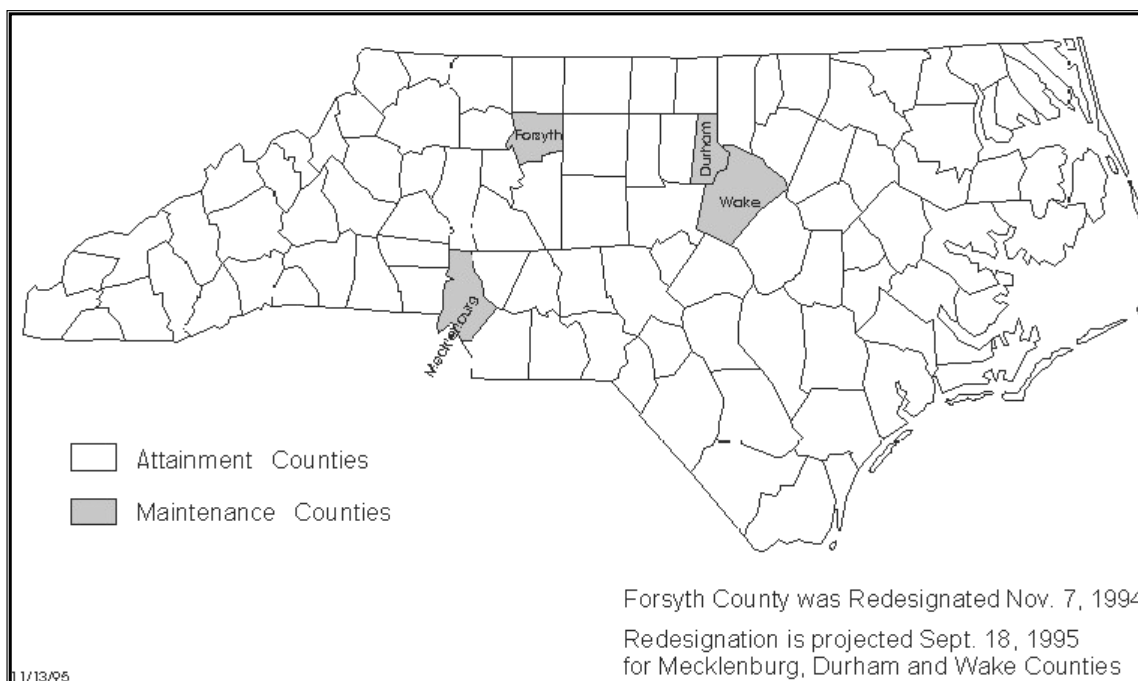
The Greensboro MPO is currently designated as a maintenance area for Ozone, pursuant to the federal Clean Air Act, and Amendments. This designation was made under the 1-hour Ozone standard, which will be supplanted by a new 8-hour standard. Implementation of this new standard will bring a new conformity determination. However, by participating in the Early Action Compact protocol, the jurisdictions of the Triad region could potentially emerge from the maintenance designation and attain conformity.

The Greensboro MPO is currently in attainment of the National Ambient Air Quality Standard for Carbon Monoxide. The Winston-Salem Forsyth County MPO however is a maintenance area for CO. If the Winston-Salem Forsyth County MPO experiences a conformity lapse, that is not resolved by the time of the Triad region's next scheduled conformity determination, the conformity lapse could then apply to the other MPOs in the same air quality monitoring area, namely the Greensboro MPO, the High Point Urban Area MPO, and the Burlington-Graham MPO.

North Carolina Ozone Maintenance Areas



North Carolina Carbon Monoxide Maintenance Areas

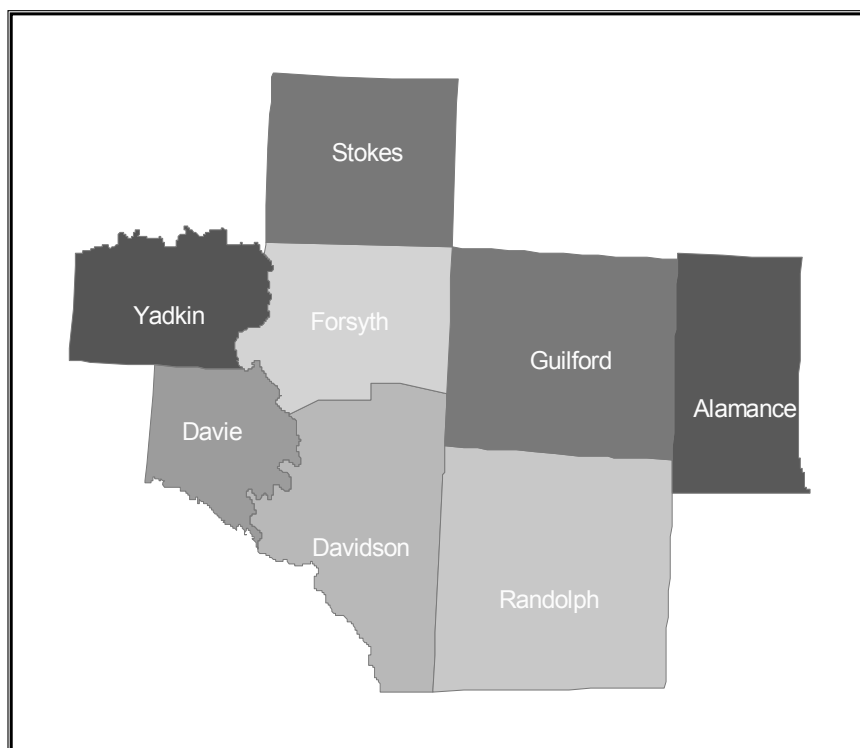


5- Metropolitan Statistical Area boundaries (MSAs).

As defined by Census 2000, the Greensboro–Winston-Salem–High Point Metropolitan Statistical Area consists of Alamance, Davidson, Davie, Forsyth, Guilford, Randolph, Stokes, and Yadkin Counties, as shown in the following map. The 1990 Census did not include Alamance County in this MSA, however by adding Alamance County's 1990 population, it is possible to draw some direct comparisons.

Guilford County's population grew at a rate that was two percentage points higher than the remainder of the MSA, over the period from 1990 to 2000. As a share of the MSA's total population, Guilford County's population increased by 0.5% during the same period. This information is presented in the following table.

2000 Greensboro–Winston-Salem–High Point Metropolitan Statistical Area



Population Growth in the Greensboro–Winston-Salem–High Point MSA

| | 1990 | 2000 | Percent Growth |
|---|-------------|-----------|----------------|
| Guilford County | 347,420 | 421,048 | 21.2% |
| Greensboro-Winston-Salem-High Point MSA | 1,050,304 * | 1,251,509 | 19.2% |
| Guilford County as % of MSA Population | 33.1% | 33.6% | |

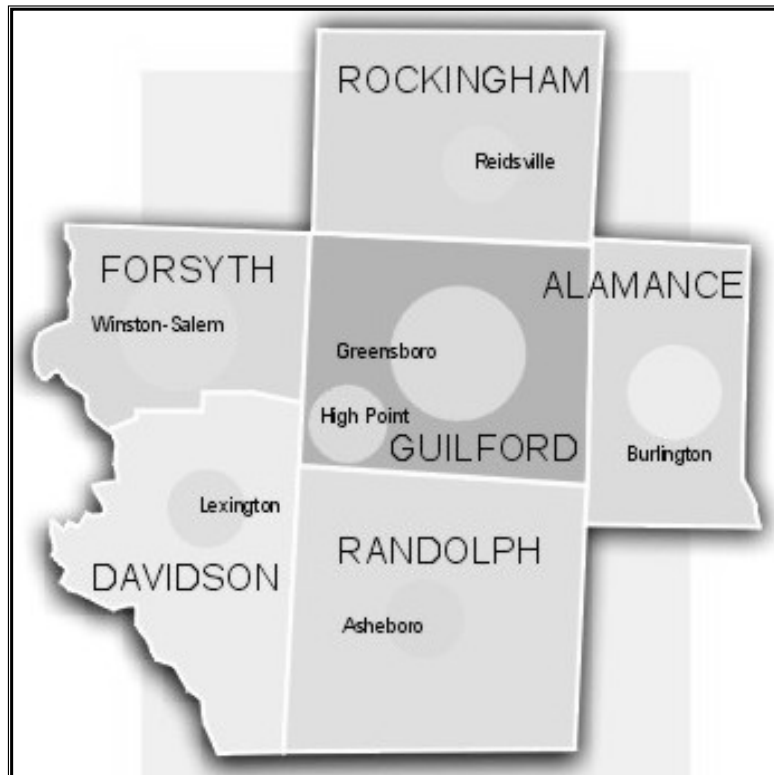
* The Greensboro–Winston-Salem–High Point MSA did not include Alamance County in 1990, but Alamance County's 1990 population of 108,213 has been added to the 1990 MSA population to provide a consistent basis for comparison with the 2000 MSA population.

6- Existing or proposed cooperative regional planning structures.

The Greensboro Urban Area MPO is a member of the Piedmont Authority for Regional Transportation (PART). PART is a regional partnership among the four MPOs (Greensboro Urban Area, Winston-Salem Forsyth, High Point Urban Area, and Burlington-Graham) and numerous local governments within Alamance, Davidson, Forsyth, Guilford, Randolph, and Rockingham Counties. The following map illustrates PART's service area. Presently, PART's role consists of the following emphasis areas: to

plan for and operate a regional public transportation system, to operate a regional rideshare and vanpool program, to administer a regional out-of-county medical transportation program, coordinate the implementation of land use and transportation planning policies, and to serve as a forum for cooperative regional transportation planning. Through PART, the Greensboro MPO engages in an ongoing process of regional consultation and collaboration on issues of MPO and Triad-wide significance. PART supports and coordinates these efforts as part of its mission to promote regional multi-modal transportation and land use planning.

Piedmont Authority for Regional Transportation (PART) Service Area



The Piedmont Triad Rural Planning Organization, which was chartered May 21, 2002 is a recent addition to the Piedmont Triad's regional transportation planning environment. PTRPO consists of Caswell, Montgomery, and Rockingham Counties and the non-metropolitan portions of Davidson and Randolph Counties. Within this rural area, the PTRPO will have the following roles: identify and prioritize transportation projects; coordinate of local and regional multi-modal transportation plans; disseminate information; and provide a mechanism for meaningful public participation. However, the specific work programs and planning initiatives of the Piedmont Triad RPO have yet to be defined.

7- Administrative efficiency, availability of resources, and complexity of management.

The administrative functions of the Greensboro Urban Area Metropolitan Planning Organization are performed by its Lead Planning Agency, the City of Greensboro Department of Transportation. By concentrating these administrative roles within a single department, management of the MPO's operations is relatively simple and efficient. As a result of Census 2000 population counts, the Greensboro MPO is now designated as a Transportation Management Area, signifying that it is authorized to direct Surface Transportation Program Direct Apportionment Program funds to TIP

projects and planning activities. In addition, the Greensboro MPO is required to prepare an annual Unified Planning Work Program. The TMA designation increases the complexity of MPO management and planning activities. As a result, the Lead Planning Agency is working to further develop and enhance the MPO staff.

8- Feasibility of the creation of interstate metropolitan planning organizations.

Not applicable.

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| GOVERNANCE STRUCTURES |
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1. Expansion of existing metropolitan planning organization boundaries to include areas specified in 23 U.S.C. § 134(c).

This step has been implemented by reviewing current MPO Boundaries, the transportation system, and anticipated growth patterns over the next year. It has been determined to maintain the current boundaries. It should be noted that this area includes all of Guilford County excluding those portions that are included in contiguous MPOs. The area includes a great deal of developable land, more than enough to accommodate 20 years of future growth and beyond.

At the same time, an adjustment is being made to the MAB on the border with the High Point Urban Area MPO. The current boundary line was reset in August 2000 to correspond to the annexation agreement line between the City of Greensboro, the City of High Point, and the Town of Jamestown. This boundary forms the basis of the proposed revision. However, it has been adjusted so that it conforms to roadway boundaries or to the corporate limits of the City of Greensboro, provided that the High Point Urban Area MPO approves an equivalent re-alignment. Previously, parts of the boundary were set according to property lines. While this is a satisfactory basis for annexation agreements, roadways and municipal service areas are a more meaningful basis for transportation planning areas.

An adjustment has also been made to the travel demand model coverage area as a part of the Piedmont Triad Travel Demand Model update. This adjustment will extend the coverage area into southern Rockingham County along both US 220 and NC 68 to their junction. This adjustment should improve travel model performance in this area by reducing the number of external stations and by including significant highway segments extending just past the MPO's northern boundary.

2. Consolidation of existing contiguous metropolitan planning organizations in accordance with the re-designation procedure specified in 23 U.S.C. § 134(b).

This option has been considered by the MPO and its regional partners. A Regional TAC meeting was held to review G.S. §136-200.2 and the opportunities it provides with NCDOT Chief Planning and Environmental Officer Janet D'Ignazio on October 24, 2002. A series of staff working group meetings have also been held. The conclusion of this review is that the more appropriate and effective course of action will be to institutionalize current regional planning arrangements and coordinate certain transportation planning functions at the regional level.

3. Creation of metropolitan planning organization subcommittees with responsibility for matters that affect a limited number of constituent jurisdictions

This scenario is a variant of MPO consolidation. As noted above, other institutional adjustments will be pursued in the Triad.

4. Formation of joint committees or working groups among contiguous non-consolidated metropolitan planning organizations, with such powers and responsibilities as may be delegated to such joint committees pursuant to their respective memoranda of understanding.

The use of joint committees has been a key element in the Triad's regional transportation planning process to date. Examples include the (Piedmont Triad Regional Travel Demand) Model Team, the Airport Area Transportation Study Committee, the Mobility MIS Study Team, the Regional Transit Planning Group, and the TCC Chairs Committee convened to assist the MPOs and PART in the G.S. §136-200.2 review.

The scenario noted above does not fully capture the Triad regional planning approach, however, because it does not reflect the partnership and coordination role played by PART. As noted above, one of the two key findings of the study is that existing cooperative planning committees should be institutionalized. This finding is detailed in the below under *Governance Structure #6*.

5. Creation of interstate compacts pursuant to 23 U.S.C. § 134(d) to address coordination of planning among metropolitan planning organizations located in this State and contiguous metropolitan planning organizations located in adjoining states.

This is not an option given the geography of the Piedmont Triad and Southern Virginia.

6. Delegation by the governing board of a metropolitan planning organization of part or all of its responsibilities to a regional transportation authority created under article 27 of Chapter 160A of the General Statutes, if the regional transportation authority is eligible to exercise that authority under 23 U.S.C. § 134.

This review, conducted by the MPO in consultation with its regional partners and pursuant to N.C.G.S. §136-200.2, has two primary conclusions. These conclusions involve a commitment by Triad MPOs to work together, and a desire to formalize certain regional service functions for PART.

1. Existing cooperative regional planning structures should be institutionalized.

The current cooperative regional planning process has its roots in the Regional Travel Demand Model and the Piedmont Triad Regional Transportation study work of the 1990's. The process was further developed and strengthened with the establishment of PART in 1998. As noted in Governance Structures #4 above, the use of joint committees has been a key element in the Triad's regional transportation planning process. These have included both multi-purpose standing committees, and issue-specific working groups involving MPO and PART staff. These committees have facilitated the development of cooperative studies, the coordination of

transportation investment priorities, the development of regional transit services, and the development of a draft Regional Air Quality Strategy (see Appendix D). In the process, relationships and communication among transportation officials and policy makers have been enhanced.

The desire of the parties to work more closely together has been a key factor in the development of existing arrangements. Other factors include positive relationships between key leaders and staff and an appreciation of the benefits that working together provides. It will be important that regional coordination efforts continue in the face of continuing turnover of staff and elected officials. Such efforts will not be automatically achieved under current arrangements, however.

The recommended steps include the creation of standing regional planning committees in keeping with current arrangements. Also, a process should be established to recognize special-purpose working groups on an as-needed basis. By taking these steps, the MPOs and PART will strengthen their commitment to ongoing cooperative regional planning.

It is not envisioned that these committees will take the place of the MPO process or assume MPO decision making authorities. Rather, they will promote the development of effectively coordinated regional policies and provide better information for transportation policy and investment decisions.

These arrangements will be further developed in cooperation with the Greensboro MPO's regional partners. It is envisioned that a formal agreement between the regional partners will be the outcome of this work.

2. *Certain regional planning functions should be further developed.*

Certain regional planning functions should be strengthened or developed at the regional level through PART. This includes development of the Piedmont Triad Regional Travel Demand Model, regional air quality strategies, and planning for regional transit. The use of committees or working groups will be a part of these efforts.

- PART now manages a regional express bus service. Additionally, it is coordinating the development of a regional rapid transit alternative: the Mobility MIS is expected to be complete in early 2003. PART's role as a forum for cooperative regional transit planning should be enhanced.
- The Piedmont Triad Travel Demand model is a key transportation planning tool for the Triad Region. The Triad MPOs and other PART members have concluded that a greater service function by PART will be beneficial in the future. This includes the retention of a PART transportation modeler position, funded through an arrangement between PART, NCDOT, and Triad MPOs. It is envisioned that PART will move towards housing, maintaining, and distributing the model in the near future. PART may also provide limited modeling services to the MPOs. These arrangements will be clarified by the Model Memorandum of Agreement and its supplement for the modeler position, which are currently under development.
- The Triad MPOs and PART jointly developed a draft Regional Air Quality Strategy in April, 2001 following the passage of amendments to G.S. §136-200.2. This draft was intended as a first step to complying with the legislation, although the strategy will be revisited following the area's expected designation as a non-attainment area for Ozone under the 8-hour ozone

standard in 2004. This step should be continued through the appointment of a regional committee or working group to address regional air quality issues, including the development of further planning process enhancements.

Other regional planning functions should be further explored and developed as appropriate. This includes the development of a process to prioritize regionally significant transportation investments for the entire Triad. Committees at the staff and possibly the elected official level may be the most effective means to prioritize regional projects. Work to date has provided a preliminary definition of regional significance: any fixed guideway transit or road improvement to a principal arterial or freeway of over a mile in length that crosses an MAB (between MPOs or MPO and RPO areas). The MPOs would select the projects meeting these criteria that they wanted to include under the regional prioritization process. The goal would be effective prioritization of major transportation investments with substantial costs (such as transit New Starts and major NC Highway Trust Fund eligible projects), thereby expediting key projects and increasing the competitiveness of funding requests. In this case, the MPOs would likely agree to support a regional priority list for major projects of regional scope and importance, while retaining individual MPO priority needs lists for projects with a significance and benefit more at the MPO than the regional level. This approach will need to be further reviewed and refined prior to its implementation.

OPTIONAL GOVERNANCE PROVISIONS

North Carolina General Statutes §136-200.2 identifies the optional governance provisions listed below. Many of these provisions were addressed when the Greensboro MPO adopted a new *Memorandum of Understanding* for transportation planning between the state (North Carolina Department of Transportation) and the two major local governments—Guilford County and the City of Greensboro. Therefore, the responses below reference the MOU in many cases.

The MPO adopted the MOU on October 31, 2000 following a two-year development process. Other signatories adopted it soon after. The MOU replaced the previous MOU, which was adopted in 1974. The MOU update reflects current organizational structure and operations as well as current procedural and work product provisions. Through the MOU update, representation of the City of Greensboro and Guilford County was adjusted, and the City, County, State, and participating towns reached a consensus that town needs can best be served through enhanced two-way communications and notice of MPO meetings, plans, and programs rather than through the addition of town members to the TAC and TCC.

1. Distribution of voting power among the constituent counties, municipal corporations, and other participating organizations on a basis or bases other than population.

This was considered under the MOU update. Further consideration will occur as needed in the future.

2. Membership and representation of regional transit or transportation authorities or other regional organizations in addition to membership of counties and municipal corporations.

The region's transit operators are represented in the current MPO structure. The Greensboro Transit Authority is an entity of the City of Greensboro. Its Board members are appointed by the Greensboro City Council. City Council members on the TAC represent GTA. Additionally, GTA has a TCC seat. No changes are envisioned in GTA's representation at this time.

The Piedmont Authority for Regional Transportation is both a transit operator and a regional transportation planning coordination agency. PART holds a TCC seat. Additionally, the TAC Chair, the Mayor of Greensboro, and the Chair of the Guilford County Board of County Commissioners (or his designee) serve on the PART Board. At present, each of these PART Board members serves on the TAC. This provides for close coordination and consultation between the MPO and PART. No changes are envisioned in PART's representation at this time.

The Piedmont Triad Airport Authority is represented in the current MPO structure. The PTIA Executive Director serves on the TCC. This provides for close staff level involvement between the MPO and the Airport on transportation investment and policy decisions. Additionally, Airport Authority members are appointed by Member governments, including the City of Greensboro and Guilford County. Also, an Airport Authority Board Member serves on the PART Board. This provides for regular interaction with TAC members who also serve on the PART Board. No changes are envisioned in PTIA's representation at this time.

3. Requirements for weighted voting or supermajority voting on some or all issues.

This was considered under the MOU update. The conclusion was that the current number of voting TAC representatives of the City, County, and State adequately reflect the population balance in the MPO area. Further consideration will occur as needed in the future.

4. Provisions authorizing or requiring the delegation of certain decisions or approvals to less than the full-voting membership of the metropolitan planning organization in matters that affect only a limited number of constituent jurisdictions.

This was considered under the MOU update. The current transportation decision making process appears to adequately balance the needs of MPO area jurisdictions and metropolitan transportation decision making. Further consideration will occur as needed in the future.

5. Requirements for rotation and sharing of officer positions and committee chair positions in order to protect against concentration of authority within the metropolitan planning organization.

Officer and committee chairs are selected by the Transportation Advisory Committee and the Technical Coordinating Committee. Rotation requirements do not appear warranted because this mechanism for rotation is available at the Committees' discretion. Further consideration will occur as needed in the future.

6. Any other provision agreed to by the requisite majority of jurisdictions constituting the metropolitan planning organization.

The MPO recognizes its authority under federal law and the *Memorandum of Understanding* for transportation planning to consider a full range of procedural, administrative, and representation options. The MPO will evaluate such options on an ongoing basis in the future.

Appendix A

North Carolina General Statutes Chapter 136 Article 16 - Planning

§ 136-200. Definitions.

As used in this Article:

- (1) "Conformity" means the extent to which transportation plans, programs, and projects conform to federal air quality requirements as specified in 40 Code of Federal Regulations, Part 93, Subpart A (1 July 1998 Edition).
- (1a) "Consolidated Metropolitan Planning Organization" means a metropolitan planning organization created on or after January 1, 2001, through a memorandum of understanding by the consolidation of two or more metropolitan planning organizations in existence prior to January 1, 2001, and in accordance with 23 U.S.C. § 134.
- (2) "Department" means the North Carolina Department of Transportation.
- (3) "Interface" means a relationship between streams of traffic that efficiently and safely maximizes the mobility of people and goods within and through urbanized areas and minimizes transportation-related fuel consumption and air pollution.
- (4) "Metropolitan Planning Organization" or "MPO" means an agency that is designated or redesignated by a memorandum of understanding as a Metropolitan Planning Organization in accordance with 23 U.S.C. § 134.
- (5) "Regionally significant project" has the same meaning as under 40 Code of Federal Regulations 93.101 (1 July 1998 Edition).
- (6) "Regional travel demand model" means a model of a region, defined in the model, that is approved by the Department and each Metropolitan Planning Organization whose boundaries include any part of the region and that uses socioeconomic data and projections to predict demands on a transportation network. (1999-328, s. 4.10; 2000-80, ss. 1-3.)

§ 136-200.1. Metropolitan planning organizations recognized.

Metropolitan planning organizations established pursuant to the provisions of 23 U.S.C. § 134 are hereby recognized under the law of the State. Metropolitan planning organizations in existence on the effective date of this section continue unaffected until redesignated or restructured in accordance with the provisions of and according to the procedures established by 23 U.S.C. § 134 and this Article. The provisions of this Article are intended to supplement the provisions of 23 U.S.C. § 134. In the event any provision of this Article is deemed inconsistent with the requirements of 23 U.S.C. § 134, the provisions of federal law shall control. (2000-80, s. 4.)

§ 136-200.2. Decennial review of metropolitan planning organization boundaries, structure, and governance.

- (a) Evaluation. - Following each decennial census, and more frequently if requested by an individual metropolitan planning organization, the Governor and the Secretary of Transportation, in cooperation with the affected metropolitan planning organization or organizations, shall initiate an evaluation of the boundaries, structure, and governance of each metropolitan planning organization in the State. The goal of the evaluation shall be to examine the need for and to make recommendations for adjustments to metropolitan planning organization boundaries, structure, or governance in order to ensure compliance with the objectives of 23 U.S.C. § 134. The Secretary shall submit a report of the evaluation process to the Governor and to the Joint Legislative Transportation Oversight Committee.

Appendix A

- (b) Factors for Evaluation. - The evaluation of the area, structure, and governance of each metropolitan planning organization shall include all of the following factors:
- (1) Existing and projected future commuting and travel patterns and urban growth projections.
 - (2) Integration of planning with existing regional transportation facilities, such as airports, seaports, and major interstate and intrastate road and rail facilities.
 - (3) Conformity with and support for existing or proposed regional transit and mass transportation programs and initiatives.
 - (4) Boundaries of existing or proposed federally designated air quality nonattainment areas or air-quality management regions.
 - (5) Metropolitan Statistical Area boundaries.
 - (6) Existing or proposed cooperative regional planning structures.
 - (7) Administrative efficiency, availability of resources, and complexity of management.
 - (8) Feasibility of the creation of interstate metropolitan planning organizations.
 - (9) Governance structures, as provided in subsection (c) of this section.
- (c) Metropolitan Planning Organization Structures. - The Governor and Secretary of Transportation, in cooperation with existing metropolitan planning organizations and local elected officials, may consider the following changes to the structure of existing metropolitan planning organizations:
- (1) Expansion of existing metropolitan planning organization boundaries to include areas specified in 23 U.S.C. § 134(c).
 - (2) Consolidation of existing contiguous metropolitan planning organizations in accordance with the redesignation procedure specified in 23 U.S.C. § 134(b).
 - (3) Creation of metropolitan planning organization subcommittees with responsibility for matters that affect a limited number of constituent jurisdictions, as specified in a memorandum of understanding redesignating a metropolitan planning organization in accordance with the provisions of 23 U.S.C. § 134.
 - (4) Formation of joint committees or working groups among contiguous nonconsolidated metropolitan planning organizations, with such powers and responsibilities as may be delegated to such joint committees pursuant to their respective memoranda of understanding.
 - (5) Creation of interstate compacts pursuant to 23 U.S.C. § 134(d) to address coordination of planning among metropolitan planning organizations located in this State and contiguous metropolitan planning organizations located in adjoining states.
 - (6) Delegation by the governing board of a metropolitan planning organization of part or all of its responsibilities to a regional transportation authority created under Article 27 of Chapter 160A of the General Statutes, if the regional transportation authority is eligible to exercise that authority under 23 U.S.C. § 134.
- (d) Optional Governance Provisions. - In addition to any other provisions permitted or required pursuant to 23 U.S.C. § 134, the memorandum of understanding, creating, enlarging, modifying, or restructuring a metropolitan planning organization may also include any of the following provisions relating to governance:
- (1) Distribution of voting power among the constituent counties, municipal corporations, and other participating organizations on a basis or bases other than population.
 - (2) Membership and representation of regional transit or transportation authorities or other regional organizations in addition to membership of counties and municipal corporations.
 - (3) Requirements for weighted voting or supermajority voting on some or all issues.
 - (4) Provisions authorizing or requiring the delegation of certain decisions or approvals to less than the full-voting membership of the metropolitan planning organization in matters that affect only a limited number of constituent jurisdictions.

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- (5) Requirements for rotation and sharing of officer positions and committee chair positions in order to protect against concentration of authority within the metropolitan planning organization.
- (6) Any other provision agreed to by the requisite majority of jurisdictions constituting the metropolitan planning organization.
- (e) Effect of Evaluation. - Upon completion of the evaluation required under this section, a metropolitan planning organization may be restructured in accordance with the procedure contained in 23 U.S.C. § 134(b)(5).
- (f) Assistance. - The Department may provide staff assistance to metropolitan planning organizations in existence prior to January 1, 2001, that are considering consolidation on or after January 1, 2001. In addition, the Department may provide funding assistance to metropolitan planning organizations considering consolidation, upon receipt of a letter of intent from jurisdictions representing seventy-five percent (75%) of the affected population, including the central city, in each metropolitan planning organization considering consolidation. (2000-80, s. 5.)

§ 136-200.3. Additional provisions applicable to consolidated metropolitan planning organizations.

- (a) Limit on Basis for Project Objection. - Beginning with the 2004 State Transportation Improvement Program, neither the State nor a consolidated metropolitan planning organization shall have a basis to object to a project that is proposed for funding in the Transportation Improvement Program, provided that the project does not affect projects previously programmed, if the project is included in a mutually adopted plan developed pursuant to G.S. 136-66.2, and is consistent with the project selection criteria contained in the memorandum of understanding creating the consolidated metropolitan planning organization.
- (b) Project Ranking Priorities. - Beginning with the 2004 State Transportation Improvement Program, and subject to the availability of funding, the Department of Transportation, when developing the Transportation Improvement Program, shall abide by the project ranking priorities approved by a:
 - (1) Consolidated metropolitan planning organization for any project within its jurisdiction, if the project is not a National Highway System or bridge and Interstate maintenance program project.
 - (2) Regional transportation authority created pursuant to Article 27 of Chapter 160A of the General Statutes, for any project that all metropolitan planning organizations within the authority's jurisdiction have delegated responsibility, if the project is not a National Highway System or bridge and Interstate maintenance program project. (2000-80, s. 6.)

§ 136-200.4. Additional requirements for metropolitan planning organizations located in nonattainment areas.

- (a) Consultation and Single Conformity Strategy Required. - When an area of the State is designated as non-attainment under the federal Clean Air Act (42 U.S.C. § 7401, et seq.) all metropolitan planning organizations with at least twenty-five percent (25%) of their area of jurisdiction located within the boundaries of the nonattainment area shall consult on appropriate emissions reduction strategies and shall adopt a single, unified strategy for achieving conformity. The adopted unified strategy shall be incorporated by each affected metropolitan planning organization into its respective long range transportation plan developed pursuant to 23 U.S.C. § 134(g).
- (b) Effect of Failure to Incorporate the Adopted Strategies into Long Range Transportation Plan. - If a metropolitan planning organization does not comply with the provisions of subsection (a) of this section within one year after designation of at least twenty-five percent (25%) of the metropolitan planning organization's area of jurisdiction as nonattainment under the federal Clean Air Act (42 U.S.C. § 7401, et seq.), the Department shall not allocate any of the following funds to projects within the metropolitan planning organization's area of jurisdiction:

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- (1) One hundred percent (100%) State-funded road construction funds.
- (2) State matching funds for any road construction or transit capital project.
- (3) Federal congestion mitigation and air quality improvement program funds.
- (c) Mandatory Evaluation and Report. - Each metropolitan planning organization located in whole or in part in areas designated as nonattainment under the federal Clean Air Act (42 U.S.C. § 7401 et seq.) shall complete the evaluation process provided for in G.S. 136-200.2 and submit its findings and recommendations to the Department of Transportation within one year of the effective date of designation as nonattainment. A metropolitan planning organization may request and be granted by the Department an extension if the metropolitan planning organization can show cause for the extension. Extensions shall be granted in no more than one year increments. (2000-80, s. 7.)

§ 136-201. Plan for intermodal interface.

When planning a regionally significant transportation project, the Department shall consider design alternatives that will facilitate the cost-effective interface of the project with other existing or planned transportation projects, including highway, airport, rail, bus, bicycle, and pedestrian facilities. The Department of Transportation shall record its consideration of these design alternatives in the planning documents for the project. (1999-328, s. 4.10.)

§ 136-202. Metropolitan planning organizations.

- (a) Each Metropolitan Planning Organization shall base all transportation plans, metropolitan transportation improvement programs, and conformity determinations on the most recently completed regional travel demand model.
- (b) Each Metropolitan Planning Organization shall update its transportation plans in accordance with the scheduling requirements stated in 23 Code of Federal Regulations 450.322 (1 April 1999 Edition).
- (c) The Department, the metropolitan planning organizations, and the Department of Environment and Natural Resources shall jointly evaluate and adjust the regions defined in each regional travel demand model at least once every five years and no later than October 1 of the year following each decennial federal census. The evaluation and adjustment shall be based on decennial census data and the most recent populations estimates certified by the State Planning Officer. The adjustment of these boundaries shall reflect current and projected patterns of population, employment, travel, congestion, commuting, and public transportation use and the effects of these patterns on air quality.
- (d) The Department shall report on the evaluation and adjustment of the boundaries of the area served by each Metropolitan Planning Organization to the Joint Legislative Transportation Oversight Committee and the Environmental Review Commission no later than November 1 of each year in which the regions are evaluated and adjusted. (1999-328, s. 4.10.)

§ 136-203. Joint study groups.

The Department and the Department of Environment and Natural Resources shall convene a joint study group to examine options to maximize the positive impacts and minimize the adverse impacts on air quality of transportation investments. A joint study group shall be convened for each major travel corridor in which there has been air quality violations within the previous fiscal year or that affects an area in which there has been air quality violations within the previous fiscal year. Each joint study group shall include at least 10 members, half of whom shall be appointed by the Secretary of Transportation and half of whom shall be appointed by the Secretary of Environment and Natural Resources. Each group shall include representatives from the Department and the Department of Environment and Natural Resources, affected units of local government, private businesses, and nonprofit public interest organizations. The Department and the Department of Environment and Natural Resources shall jointly

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report on the work, findings, and recommendations of each joint study group to the Joint Legislative Transportation Oversight Committee and the Environmental Review Commission on or before October 1 of each year. (1999-328, s. 4.10.)

Ratified June 30, 2000.

Appendix B

**RESOLUTION APPROVING AN ADJUSTED URBANIZED
AREA BOUNDARY FOR THE GREENSBORO URBAN AREA
METROPOLITAN PLANNING ORGANIZATION**

A motion was made by TAC Member Keith Holliday and seconded by TAC member Don Vaughan for the adoption of the following resolution, and upon being put to a vote, was duly adopted.

WHEREAS, the United States Bureau of the Census establishes Urbanized Area Boundaries, based on information gathered through the decennial census and a boundary for the Greensboro Urbanized Area has been established; AND

WHEREAS, the primary purpose of the Urbanized Area Boundary is to designate that contiguous area that Census Bureau methodology indicates as urban in nature at the time of census data collection; AND

WHEREAS, for the purposes of disbursing federal-aid highway funds, the Federal Highway Administration designates as urban those federal-aid highways within an urbanized area, and to designate as rural those federal-aid highways not within an urbanized area; AND

WHEREAS, a metropolitan planning organization is authorized to establish an Adjusted Urbanized Area Boundary, including at a minimum, but not limited to, the entirety of the Urbanized Area as defined by the most recent decennial census; AND

WHEREAS, the purpose of establishing an Adjusted Urbanized Area Boundary is to define a uniform and consistent demarcation between urban and rural areas for planning and information gathering.

NOW THEREFORE be it resolved that the Greensboro Urban Area Transportation Advisory Committee approves the amended Greensboro Adjusted Urbanized Area Boundary as shown on the attached map, dated January 22, 2003. This Adjusted Urbanized Area Boundary will be used in an update of the National Functional Classification System within the MPO Area.

I, Sandy Carmany, TAC Chair,
(Name of Certifying Official) (Title of Certifying Official)

do hereby certify that the above is a true and correct copy of an excerpt from the minutes of a meeting of the Greensboro Urban Area TAC duly held on this, the 22nd day of January, 2003.

Chair, Transportation Advisory Committee

Subscribed and sworn to me this, the 22nd day of January, 2003.

Notary Public

My commission expires _____.

Appendix C

RESOLUTION TO REVISE THE METROPOLITAN AREA BOUNDARY OF THE GREENSBORO URBAN AREA METROPOLITAN PLANNING ORGANIZATION

A motion was made by TAC Member Keith Holliday and seconded by TAC member Don Vaughan for the adoption of the following resolution, and upon being put to a vote, was duly adopted.

WHEREAS, the establishment and periodic review of the Metropolitan Area Boundary is necessary under Title 23 USC Section 134 and 23 CFR 450C Sec. 450.308; and

WHEREAS, the primary purpose of the Metropolitan Area Boundary is to designate that contiguous area anticipated to be urban in nature for the duration of the current planning period; and

WHEREAS, the Greensboro Urban Area Metropolitan Planning Organization proposes to update the southwestern extent of the Greensboro Metropolitan Area Boundary where conterminous with the High Point MAB, and the High Point Urban Area MPO proposes to make a corresponding boundary adjustment; and

WHEREAS, the current Metropolitan Area Boundary line between the MPOs is based on annexation agreements between the City of Greensboro and the City of High Point and between the City of Greensboro and the Town of Jamestown, and this line in some cases follows property boundaries rather than roadways or other physical features more applicable to transportation planning purposes;

WHEREAS, the purpose of this amendment is to adjust the Metropolitan Area Boundary so that it is aligned along roadways and along the City of Greensboro corporate limits, thereby providing an improved boundary for transportation planning purposes;

NOW THEREFORE be it resolved, by the Greensboro Urban Area Transportation Advisory Committee, that the Greensboro Metropolitan Area Boundary as previously approved by the TAC and the North Carolina Department of Transportation, is hereby amended as shown on the attached map, dated January 22, 2003. This revision will become effective following approval by the High Point Urban Area Transportation Advisory Committee and the Secretary of the NCDOT.

Appendix C

I, Sandy Carmany, TAC Chair,
(Name of Certifying Official) (Title of Certifying Official)

do hereby certify that the above is a true and correct copy of an excerpt from the minutes of a meeting of the Greensboro Urban Area TAC duly held on this, the 22nd day of January, 2003.

Chair, Transportation Advisory Committee

Subscribed and sworn to me this, the 22nd day of January, 2003.

Notary Public

My commission expires _____.

Appendix D

**Triad Region Air Quality Conformity Strategy
Outline**

Presented to:

**North Carolina Department of Transportation
Statewide Planning Branch**

**North Carolina Department of Environment and Natural Resources
Division of Air Quality**

Submitted By:

**Burlington-Graham Urban Area MPO
Greensboro Urban Area MPO
High Point Urban Area MPO
Winston-Salem / Forsyth County Urban Area MPO
Piedmont Authority for Regional Transportation
Forsyth County Environmental Affairs Department**

Appendix D

Objective

- To meet the requirements of House Bill 1288 Section 7. Article 16 of Chapter 136 § 136-200.4 that all metropolitan planning organizations (MPO) with at least twenty-five percent (25%) of their area located within the boundaries of a nonattainment area shall consult on appropriate emissions reduction strategies and shall adopt a single, unified strategy for achieving conformity.
- To continue the comprehensive coordination planning process started in 1989 and carried through the 1994 regional transportation and land use study.
- To enhance the MPO's interagency consultation efforts for transportation conformity through a regional consultation process.

Previous Work

The four Triad MPO's and PART staff began discussion of regional air quality planning through the PART Planning Committee in light of the G.S. 136-200. An Air Quality Conformity plan is in place for the Greensboro, High Point and Winston-Salem / Forsyth County Urban Area MPO's as a requirement to their respective Long Range Transportation Plans (LRTP) and is anticipated for the Burlington-Graham MPO in the future. In 1994 the MPO's and NCDOT began development of a regional travel demand model. Also, beginning in 1994 a Regional Land Use study was initiated that showed the effects of alternative land use scenarios on future travel patterns through the 2025-planning horizon. A new travel demand model will be developed for the region within a two to three year time frame. General regional land use and transportation policies have been developed and are being presented for the consideration and adoption of the twenty-five various planning boards in the territorial jurisdiction of the Piedmont Authority for Regional Transportation. A recommended scenario was developed to manage growth and reduce VMT through the land use study. This would assist in meeting the region's demands for a better transportation infrastructure for outer years. The recommended scenario will be refined in further efforts and, as regional land use policies are modified, it's expected to be reflected in the Long Range Transportation Plans of the MPO's.

Strategy

The strategy entails the close coordination of Triad MPO's through PART and its ongoing planning processes. This will entail regular coordination meetings with the MPO's for the purpose of refining the regional air quality strategy along with other MPO coordination efforts. This effort will be closely linked to the development of the new Triad Travel Model and efforts to identify and develop regional priority projects. Potential efforts that will be incorporated, as becomes practical, include the funding of projects through a regional CMAQ project selection process and the implementation of regional public transportation services.

The first grouping below classifies the ongoing and expanded measures proposed for the regional plan. The second grouping illustrates anticipated new programs that would be initiated to maintain and reduce air quality pollutants.

Appendix D

Ongoing and Expanded Measures:

- I. Transportation Demand Management Program
 - a. RideSharing and Vanpooling of the Piedmont (RSVP)
 - b. ITS, including roadway variable message signs, and incident management
 - c. Advanced Signal Systems
 - d. Reversible Lanes Systems on selected arterials
- II. Coordinate Planning
 - a. Coordinated Roadway Planning
 - b. Coordinated Air Quality Planning
 - c. Coordinated Transit Planning
 - d. Coordinated Bicycle and Greenway Planning
 - e. Cooperative Regional Modeling
 - f. Airport Area Transportation Study Planning
- III. Support of Air Quality initiatives by State Agencies
 - a. State Interagency Consultation Meetings
 - b. Updates and compliance meetings
 - c. Air Awareness Program
 - d. Area Implementation of low sulfur gas requirements, Inspection and Maintenance Programs, etc.
- IV. Established Transit
 - a. City Bus / Mass Transit
 - b. AVL systems
 - c. Alternative Fuels technologies as required under the Ambient Air Quality Improvement Act of 1999
 - d. Service Expansions
 - e. Special Event services
 - f. Airport access planning

Anticipated New Measures:

- I. Transportation Demand Management Program
 - a. Flex Hour Programs
 - b. Development of a Regional TDM Program
- II. Coordinate Planning
 - a. Regional Meetings
 - b. Identification of Regional Priority Needs
 - c. Regional Human Service Transportation Planning

Appendix D

- III. Regional Transit
 - a. Bus Service
 - b. AVL systems
 - c. Alternative Fuels technologies
 - d. Service Expansions
 - e. Special Event planning and services
 - f. Integrated / Coordinated Fare Collection

Appendix E

RESOLUTION ENDORSING THE FINDINGS OF THE *GREENSBORO URBAN AREA MPO BOUNDARY, STRUCTURE, AND GOVERNANCE REVIEW 2002* REPORT

A motion was made by TAC Member Keith Holliday and seconded by TAC member Don Vaughan for the adoption of the following resolution, and upon being put to a vote, was duly adopted.

WHEREAS, § 136-200.2, North Carolina General Statutes requires that the Governor and the Secretary of Transportation, in cooperation with an affected metropolitan planning organization, conduct a decennial review of the MPO's boundaries, structure, and governance. The goal of the evaluation shall be to examine the need for and to make recommendations for adjustments to metropolitan planning organization boundaries, structure, or governance in order to ensure compliance with the objectives of 23 U.S.C. § 134.; AND

WHEREAS, the North Carolina Department of Transportation has requested that the MPO conduct an internal review with completion and report transmittal in December 2002; AND

WHEREAS, the Greensboro Metropolitan Planning Organization has conducted an internal review of these items to respond to NCDOT's request and to better support the MPO decision making process regarding boundary, structure, governance, and regional planning issues and prepared the report *Greensboro Urban Area Metropolitan Planning Organization Boundary, Structure, and Governance Review 2002*; AND

WHEREAS, the Greensboro Metropolitan Planning Organization is working through the *TCC Chair Committee* to further review issues of Governance and regional cooperation with other Triad MPOs and the Piedmont Authority for Regional Transportation and the findings of this effort are expected to be presented to the Transportation Advisory Committee in February 2003;

NOW THEREFORE be it resolved that the Greensboro Urban Area Transportation Advisory Committee approves the findings of the *Greensboro Urban Area Metropolitan Planning Organization Boundary, Structure, and Governance Review 2002* and that the TAC will review the findings of the *TCC Chair Committee* once these are available and will and consider further action as appropriate at that time.

Appendix E

I, Sandy Carmany, TAC Chair,
(Name of Certifying Official) (Title of Certifying Official)

do hereby certify that the above is a true and correct copy of an excerpt from the minutes of a meeting of the Greensboro Urban Area TAC duly held on this, the 22nd day of January, 2003.

Chair, Transportation Advisory Committee

Subscribed and sworn to me this, the 22nd day of January, 2003:

Notary Public

My commission expires _____.